

## Downtown Raleigh

Downtown is the historic, functional, and symbolic heart of Raleigh. It contains the largest concentration of government and commercial buildings in Raleigh, and lies at the nexus of the City's roadway and public transportation networks. It is the seat of government for the County and State as well as the municipality. More cultural venues, attractions, and events are located in downtown than any other area of the region. More recently, it has become a fast-growing residential neighborhood. The downtown skyline is the signature image appearing on City and regional public information and marketing materials, as well as on the many articles written about Raleigh in national publications. A healthy, vital, and growing downtown is therefore essential to Raleigh's sustainability, quality of life, and future economic competitiveness. Raleigh's geographic limits were originally established by the William Christmas Plan of 1792. North, East, South, and West streets defined the extent of the walkable city at that time. Now the area regarded as downtown stretches beyond those original boundaries. The Christmas Plan also provided a simple urban design hierarchy containing a dominant street grid with 66-foot wide rights-of-way, four strong axial 99-foot wide streets emanating from the State Capitol, four public park-like squares, and a central six-acre square designed to serve as the Capitol grounds. Among the axial boulevards, Fayetteville Street, extending southward from the Capitol, was intended to be the high street of the City. Fayetteville Street is still home to Raleigh's most significant urban design features, the terminated vistas that spotlight the Capitol and the Performing Arts Center. Although the City has grown and developed, downtown still maintains many of the defining urban design features established by the Christmas Plan.

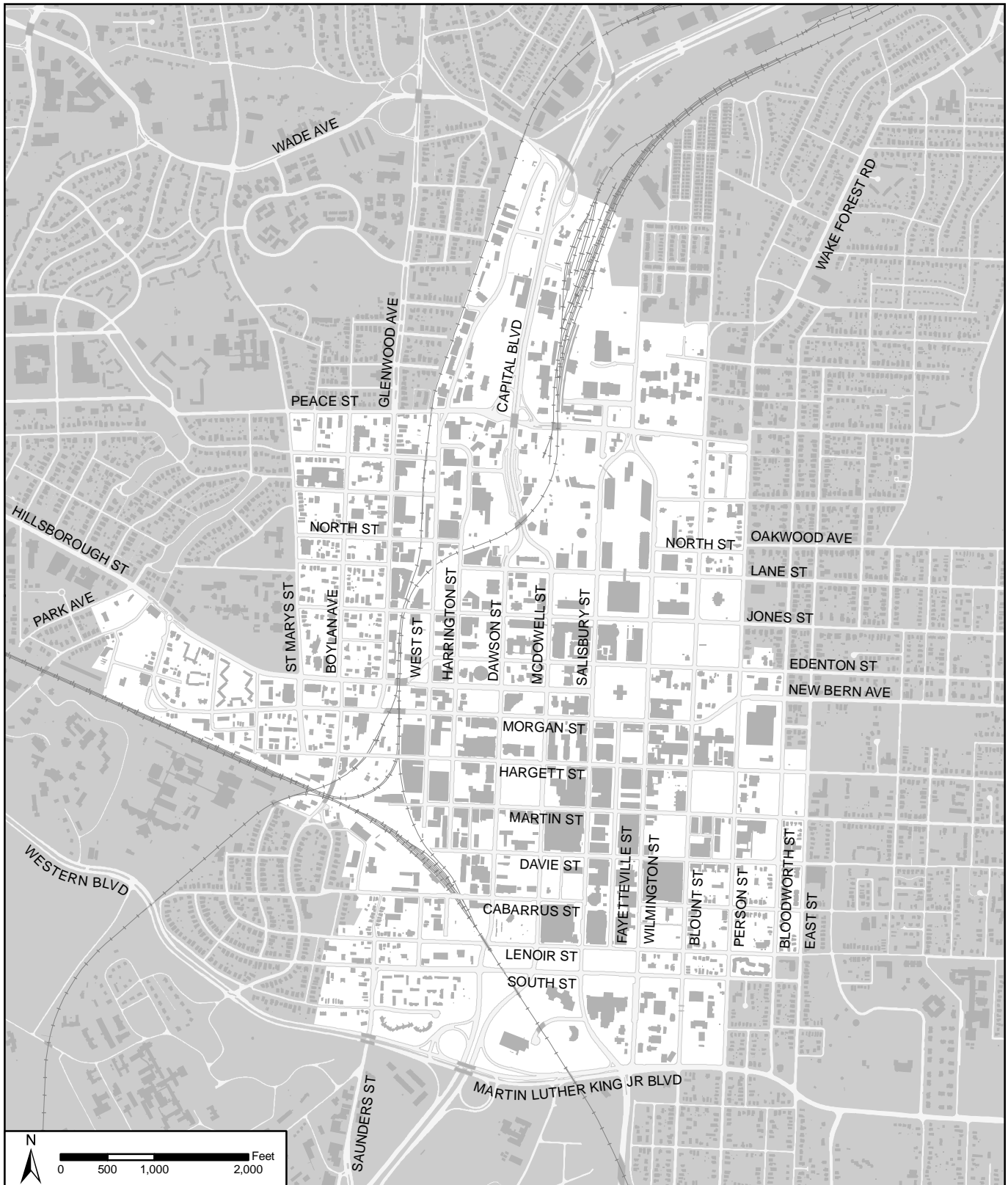
The area regarded as downtown Raleigh today currently spans approximately 754 acres, or 1.18 square miles. The geographic area that encompasses downtown constitutes less than one percent of Raleigh's incorporated area. However, as has occurred since the early part of the twentieth century, the area considered downtown will continue to expand. Map DT-1 outlines the Downtown Element boundaries. The boundary shown on this map, which appears on all maps in this Element, delineates where the policies contained in the Element apply. It does not carry with it any specific recommendation for appropriate land uses; such guidance is found on the Future Land Use map.

Despite its relatively small size, downtown ~~is emerging~~has emerged as the largest urban center ~~of~~in the Triangle region. Regional growth patterns are shifting eastward, placing downtown closer to the center of the ~~region's~~region's urbanized land mass as projected to 2030. Significant infrastructure investments such as the multi-modal transportation center will render downtown the destination point for thousands of daily commuters originating from places near and far.

~~As a major employment center within~~Downtown Raleigh is the ~~region~~densest office market in the triangle. In 2015, an estimated ~~37,500 daytime~~54,600 employees ~~fill approximately~~occupied over 5.1 million square feet of commercial office space and 5.27 million square feet of governmental office space. Approximately one-third of the employment base is governmental; as a capital city, the downtown area houses four layers of government: city, county, state, and federal. The major nodes of office space are oriented between Wilmington and Salisbury streets, with the State government occupying the majority of the northern half of downtown. The private sector populates the southern half of downtown.

# Revised Version

## DT-1: Downtown









CITY OF RALEIGH COMPREHENSIVE PLAN

**Downtown**



MAP DT-1

-  Downtown Element Boundary
-  Buildings
-  Streets
-  Railroads



0 375 750 1,500 Feet

Map created 10/7/2009 by the City of Raleigh  
Department of City Planning & GIS Division



As a complement to the office space, the downtown has made significant strides in growing a residential base. ~~Approximately 2,600~~ As of 2017, there were 5,700 multifamily units ~~are~~ located within downtown, and the housing typology ranges from college ~~dorms~~ dormitories to luxury condominiums, and many other housing types in-between.

In spite of its small geographic area and large concentrations of tax-exempt property, downtown Raleigh is a major contributor to the ~~City's~~ City's fiscal health. Downtown generates approximately 7.3 percent of the property tax base while occupying less than half a percent of all developable property within Raleigh.

The City has a significant number of new public and private development projects that will increase downtown's vitality, provide new uses and services, and transform the skyline. ~~By 2012,~~ These new developments are projected to infuse approximately ~~\$2.5~~ 1.05 billion of investment into downtown and will support additional housing, retail, service, and entertainment uses in the future.

~~Recent development has concentrated around four areas: the Seaboard area adjacent to Peace College; Glenwood Avenue between Peace and Hillsborough streets; Fayetteville Street between Morgan and Lenoir streets; and the area just west of Nash Square. Most recently, land assembly and development proposals have revealed a future focus along Hillsborough Street between Dawson Street and Glenwood Avenue. Looking forward, additional significant development activity is expected in the Warehouse district surrounding the proposed multi-modal transportation center, and in the northeast corner of downtown via the 21-acre Blount Street Commons project.~~

Growing interest in downtown was a motivating factor for the creation of Raleigh's *Downtown Plan* in 2015. In part, the *Downtown Plan* envisions a series of catalytic project areas where new, higher-value developments would be appropriate and desirable. Many of these project areas are colocated with major public investments by the City. Examples of public investments include the construction of Raleigh Union Station, renovation of the Moore Square Transit Station, and reconfiguration of the Peace Street/Capital Boulevard interchange. These infrastructure improvements help to create functional and attractive places for private sector development.

There has also been steady ~~level of~~ redevelopment activity in the historic core of downtown ~~in the form of one- and two-story buildings slated for.~~ Through historic preservation ~~and~~ adaptive ~~use to accommodate more~~ reuse, buildings of one- and two-stories are accommodating active ground-floor uses such as retailers, bars, and restaurants. More than two dozen such buildings are either being restored or have been within the last five years. These projects indicate a confidence that downtown Raleigh will continue to emerge as a destination, currently for dining and entertainment, but ultimately for retail.

The prevailing development model in downtown Raleigh ~~is~~ continues to be mixed-use, with some combination of for-sale residential condominiums, office space, and ground-floor retail space. Year after year, each successive project allocates a greater portion of the building's ground-floor to active uses. That trend is indicative of an increasingly positive outlook regarding the market for retail in downtown Raleigh. Additionally, newer residential projects have also increased in size; residential projects completed within the past three years averaged about 70 units per development, whereas the residential projects currently under construction average about 125 units per development. ~~The trend~~



~~towards mixed-use can be characterized as a significant departure from the development paradigm of the early 2000s.~~

The upward trend in downtown Raleigh's revitalization has resulted in significant economic, fiscal, civic, and cultural gains. Strong job growth, commercial and residential development, and significant public projects have helped downtown establish a competitive edge and become a net revenue generator for Raleigh. The remarkable growth and improved quality of downtown between ~~2003~~2010 and ~~2008~~2016 is due in part to successful public-private partnerships, courageous private sector leadership, and a commitment by the City to invest in downtown's future through strategic projects intended to leverage private sector investment.

The confluence and complexities of uses, scale, activities, and physical spaces in downtown require a finer level of specificity than can be achieved using only the citywide policies that appear elsewhere in the Comprehensive Plan. The Downtown Element outlines a collection of development values and strategic initiatives that address vibrancy, walkability and connectivity, place making, and other methods designed to create a prized urban center for Raleigh citizens, a commercial nucleus within the Triangle region, and model of sustainability for cities in the southeastern United States. While most of the citywide policies are relevant and applicable to downtown, this element includes policies intended to address downtown-specific issues and ways to encourage downtown investment to ensure a healthy economic, cultural, and symbolic heart of the City.

The following are the main issues addressed in the Downtown Element:

- ~~The lack~~Integration of regional and local transportation ~~options to move people into, out of, and around downtown;~~networks;
- ~~The need to accommodate~~Accommodating a significant ~~and diverse,~~ representative share of the ~~City's anticipated~~City's population and employment growth;
- ~~Inconsistent urban design decision-making;~~
- ~~Inaccessibility to some Raleigh's citizens;~~
- Coordination of overlapping policy and regulatory documents such as the UDO, area specific guidance, and the Downtown Design Guidelines;
- Mitigation of ~~A growing urgency regarding~~ environmental ~~stewardship;~~ and infrastructure impacts from growth and new developments;
- Connectivity ~~challenges between downtown~~downtown's various districts ~~and activity generators;~~
- ~~Insufficient~~ Utilization of the ground floor ~~of buildings~~space for active ~~use~~uses, particularly along key ~~corridors;~~streets;
- ~~The need to establish~~Establishing a unique urban identity;
- ~~Missed~~ Opportunities to grow ~~visitation~~the hospitality and tourism; ~~sector;~~
- ~~Jeopardizing our~~Preservation of cultural identity, legacy, and assets; and
- Ensuring that downtown is a place for all of Raleigh's citizens.

As described in the Framework chapter, Raleigh’s Vision for 2030 is structured to address these issues through six vision themes or citywide goals. By actively encouraging growth and development, both commercial and residential, within downtown, Raleigh will advance towards its goal of Economic Prosperity and Equity. By exploring strategies to provide a wide range of opportunities for people to live within downtown, Raleigh will make strides towards achieving its goal of Expanding Housing Choices. By focusing the City’s highest intensity development within downtown, Raleigh will meet its over-arching goal of Managing Our Growth. Through the encouragement of high-density transit- oriented development, expanding accessibility and transportation options, and improving connectivity among downtown activity centers, Raleigh will make progress toward Coordinating Land Use and Transportation. Through sustainable building design, the promotion of publicly-accessible open space, and connecting downtown with the regional greenway network, Raleigh embraces its Greenprint Raleigh goal. Lastly, by growing a vibrant retail marketplace, furthering a unique sense of place, and advancing strategic planning and investments, Raleigh ensures its goal of Growing Successful Neighborhoods and Communities.

Numbers are utilized to link the intent of the policy language with the six themes of the Plan, which are enumerated as follows:

1. Economic Prosperity and Equity
2. Expanding Housing Choices
3. Managing Our Growth
4. Coordinating Land Use and Transportation
5. Greenprint Raleigh—Sustainable Development
6. Growing Successful Neighborhoods and Communities

## **Downtown Element Organization and Use**

The sections following this overview provide the recommended policies and actions for the Downtown Element and are organized by sub-element and topic.

The policies and actions contained in the Downtown Element are downtown-specific. They supplement rather than replace applicable citywide policies under the same headings. Taken together, they utilize the framework of the overall Comprehensive Plan and apply it at a more detailed level to Raleigh's urban core. In applying the policies in this element, the following guidance applies:

- Relevant policies in the citywide elements also apply to downtown unless otherwise noted.
- Policies contained within this element, where not echoed elsewhere in the Plan, apply to downtown only.
- Where there is a conflict between a citywide policy and a downtown policy, the downtown policy shall control in downtown.

## Land Use

Land in downtown Raleigh has the highest levels of density permitted within the City of Raleigh. This high level of development intensity influences downtown's physical form.

The greater downtown area covers over one thousand square acres of land, and roughly includes the area between Martin Luther King, Jr. Blvd. to the south, Saint Mary's School to the west, the industrial area along Capital Boulevard on the north, and the Historic Oakwood and East Raleigh neighborhoods on the east. In the center of this area is the City's historic urban grid, a 400-acre area planned by William Christmas in 1792. Within the historic grid are more than ten million square feet of built space that contain a mix of uses, from government offices to single-family homes. This mix of uses contributes to the downtown's vibrancy and economic well being. ~~Approximately 88,600 people currently live within a three-mile radius of the Capitol. Based on recent development trends and assumptions that future densities will replicate maximum zoning allowances, the Downtown District area delineated on the Future Land Use Map could potentially accommodate an additional 25,000 residents.~~ In 2017, over 16,000 people lived within a one-mile radius of downtown's center. This number is anticipated to grow appreciably in the coming years. Those expectations of growth help to explain the nearly 3,700 new residential units that were completed, under construction, or planned between 2015 and 2017.

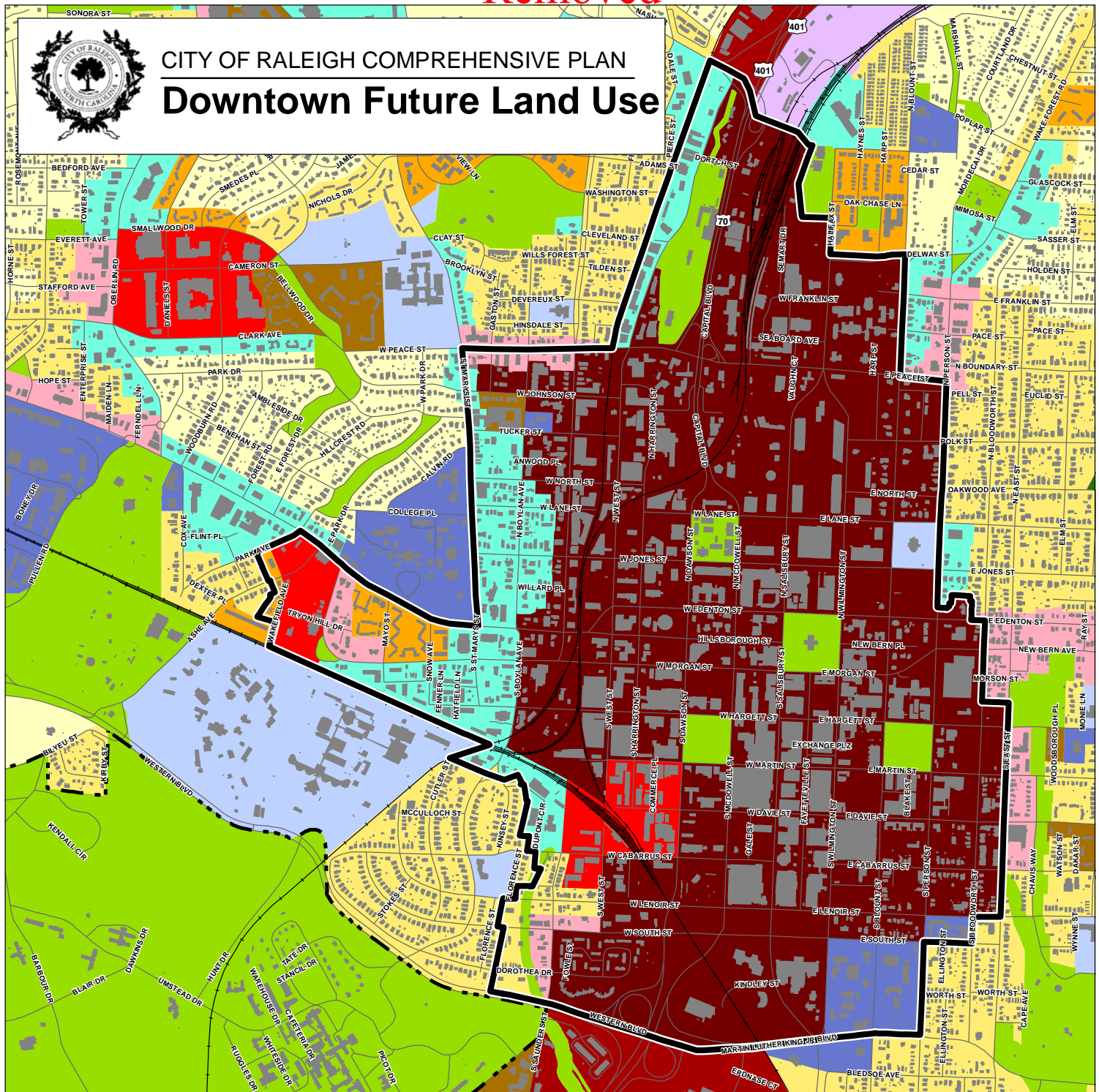
The policies and actions below reduce conflict between incompatible uses, provide the opportunity for a variety of uses, and encourage the development of the uses needed for downtown to become a stronger regional economic generator. The following land use and development issues are addressed in this element:

- *Accommodating a full range of retail, office, residential, government and civic uses downtown;*
- *Coordinating land use and transportation;*
- *Transitions or buffers between uses and development intensities; and*
- *Determining the best development opportunities for land controlled by public entities.*

## Future Land Uses


The Downtown Future Land Use Map builds upon downtown's existing land use patterns while accommodating significant residential and commercial development. The largest amount of land is planned for a future land use entitled "Central Business District," a land use designation intended to enhance downtown Raleigh as a vibrant mixed-use urban center. As the heart of Raleigh, downtown should feature a mix of high-intensity office, retail, housing, government, institutional, visitor-serving, cultural, and entertainment uses. Surrounding most of downtown are many of Raleigh's historic residential neighborhoods such as Oakwood, Boylan Heights, South Park, and Cameron Park.





MAP DT-2

- |  |  |
|--|--|
|  Rural Residential              |  Central Business District      |
|  Low Density Residential        |  Office/Research & Development  |
|  Moderate Density Residential   |  Business & Commercial Services |
|  Medium Density Residential     |  General Industrial             |
|  High Density Residential       |  Public Facilities              |
|  Office & Residential Mixed Use |  Institutional                  |
|  Neighborhood Mixed Use         |  Public Parks & Open Space      |
|  Community Mixed Use            |  Private Open Space             |
|  Regional Mixed Use             |  Special Study Areas            |

 Downtown Element Boundary



0 0.05 0.1 0.2 Miles

Map created 10/11/2013 by the City of Raleigh  
Department of City Planning

The process of building a successful downtown requires close coordination between private and public development interests. The sites selected for redevelopment are often a reflection of multiple factors, including proximity to prominent civic and commercial uses, accessibility to transportation infrastructure, entitlements, and real estate economics.

~~Downtown's future land use patterns are illustrated on Map DT-2. This map is a zoom of the citywide Future Land Use Map~~

## Policy DT 1.1

### Downtown Future Land Use Map

The Future Land Use Map should guide public and private land use development decisions to ensure the efficient and predictable use of land and effectively coordinate land use with infrastructure needs. (1, 2, 3, 4, 5, 6)

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## Policy DT 1.2

### Vertical Mixed Use

Encourage vertical mixed-use development throughout downtown, unless otherwise indicated on the Future Land Use Map. (1, 3, 6)

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## Policy DT 1.3

### Underutilized Sites in Downtown

Encourage the redevelopment of underutilized sites in downtown, included but not limited to vacant sites, surface parking lots, and brownfield sites. (1, 3, 4, 6)

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## Policy DT 1.4

### Redevelopment around ~~the MTC~~Raleigh Union Station

Support the redevelopment of underutilized land adjacent to ~~the proposed Multi-modal Transit Center (MTC)~~Raleigh Union Station with uses that will contribute to the success of the ~~MTC~~station and downtown. (1, 2, 3, 4, 5, 6)

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## Form-Based Zoning in Downtown

Encourage the use of Planned Development districts with master plans in downtown to provide more detailed design and form standards for key sites.

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### Action DT 1.1

Reserved

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### Action DT 1.2

Reserved

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### Action DT 1.3

Reserved

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## Downtown Development

As redevelopment occurs across downtown, the increasing workforce and residential density will result in increased demand on existing infrastructure. Key investments in infrastructure, facilities, and open space have the ability to catalyze new private development that will help grow downtown as a regional employment center, vibrant urban neighborhood, and entertainment destination.

Across downtown, public entities such as the State of North Carolina, Wake County, and the City of Raleigh control large swaths of land. Many of these sites are currently underdeveloped, underutilized, or house services that soon will be relocated. In some cases, these publicly-controlled sites are considered opportune for redevelopment through public-private partnerships. Key sites along the axial streets and at other locations downtown where relatively large land assemblies are possible can become suitable for major activity generators. Opportunities to restore elements of the Christmas Plan, both the northern squares and the street grid, are also possible. The redevelopment



of these sites through public-private partnerships presents opportunities to advance the City’s goals and push the marketplace beyond what is feasible via private market activity alone.

## Policy DT 1.6

### Form-Based Zoning in Downtown

Encourage the use of Planned Development districts with master plans in downtown to provide more detailed design and form standards for key sites.

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## Policy DT 1.7

### Supporting Retail Growth

Encourage the scale and intensity of development needed to strengthen downtown’s capacity to support a vibrant retail environment. (1, 3, 4, 6)

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## Policy DT 1.8

### Providing Downtown Development Opportunities

Ensure a pipeline of suitable development sites through regulatory measures, infrastructure investments, and assistance with site assembly. (1, 3, 6)

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## Policy DT 1.9

### Redevelopment of City-Owned Sites

Redevelop City-owned sites ~~such as Devereux Meadows~~ to include a mix of uses that will advance the vision of downtown as a vibrant employment, population, cultural, arts, and entertainment center. Where appropriate, integrate greenway trails and/or other recreational and open space amenities. (1, 3, 4, 6)

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## Policy DT 1.10

### Air Rights Development

Encourage the sale or lease of the air rights over publicly-owned transportation infrastructure such as City-owned parking garages and transit facilities. (1, 3, 4, 6)

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## Policy DT 1.11

### Higher Education Institutions

Support the integration of higher education institutions into the downtown. (1, 6)

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## Policy DT 1.12

### Downtown as a State Office Center

Encourage the administrative headquarters for all departments of the State of North Carolina to be located within downtown. (1, 6)

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## Action DT 1.4

### Reserved

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## Action DT 1.5

### Reserved

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## Action DT 1.6

### Development Site Database

Create and maintain a database of available and underutilized downtown sites suitable for development and redevelopment. Create a marketing strategy to make these sites attractive development opportunities.

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## Action DT 1.7

### Disposal of City-Owned Land

Develop criteria and a strategy for disposing of City-owned lands within the downtown. Explore the formation of partnerships between multiple public entities to master develop and maximize the utility of publicly-controlled land.

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## Transitions, Buffering and Compatibility

The juxtaposition of different building types can be traced back to Raleigh's earliest history. Despite Raleigh's origin as a capital city, very few sites were developed according to a prevailing development pattern. Small homes were often sited next to larger commercial and governmental buildings. For nearly a century before the streetcar system was launched in 1891, the predominant method of transportation around the city was on foot or horseback. Proximity was paramount. Over time, market conditions favored higher uses on increasingly expensive land, resulting in a building up of the core area of downtown. At the edge areas of the built-up core are historic districts and neighborhoods including Boylan Heights, Cameron Park, Glenwood-Brooklyn, Oakwood, Pullen and South Park. Transition zones are used to reduce or blur a sharp delineation between areas of disparate development intensity, often through appropriate and accepted controls of use, height, scale, and building materials. Such controls can weave the downtown and these historic areas together into one continuous urban fabric.

### Policy DT 1.13

### Downtown Edges

Appropriate transitions in height, scale, and design should be provided between Central Business District land uses and adjacent residential districts. (1, 6)

*See A.5 'Land Use Compatibility' in Element A: 'Land Use' for more information on transitions.*

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### Policy DT 1.14

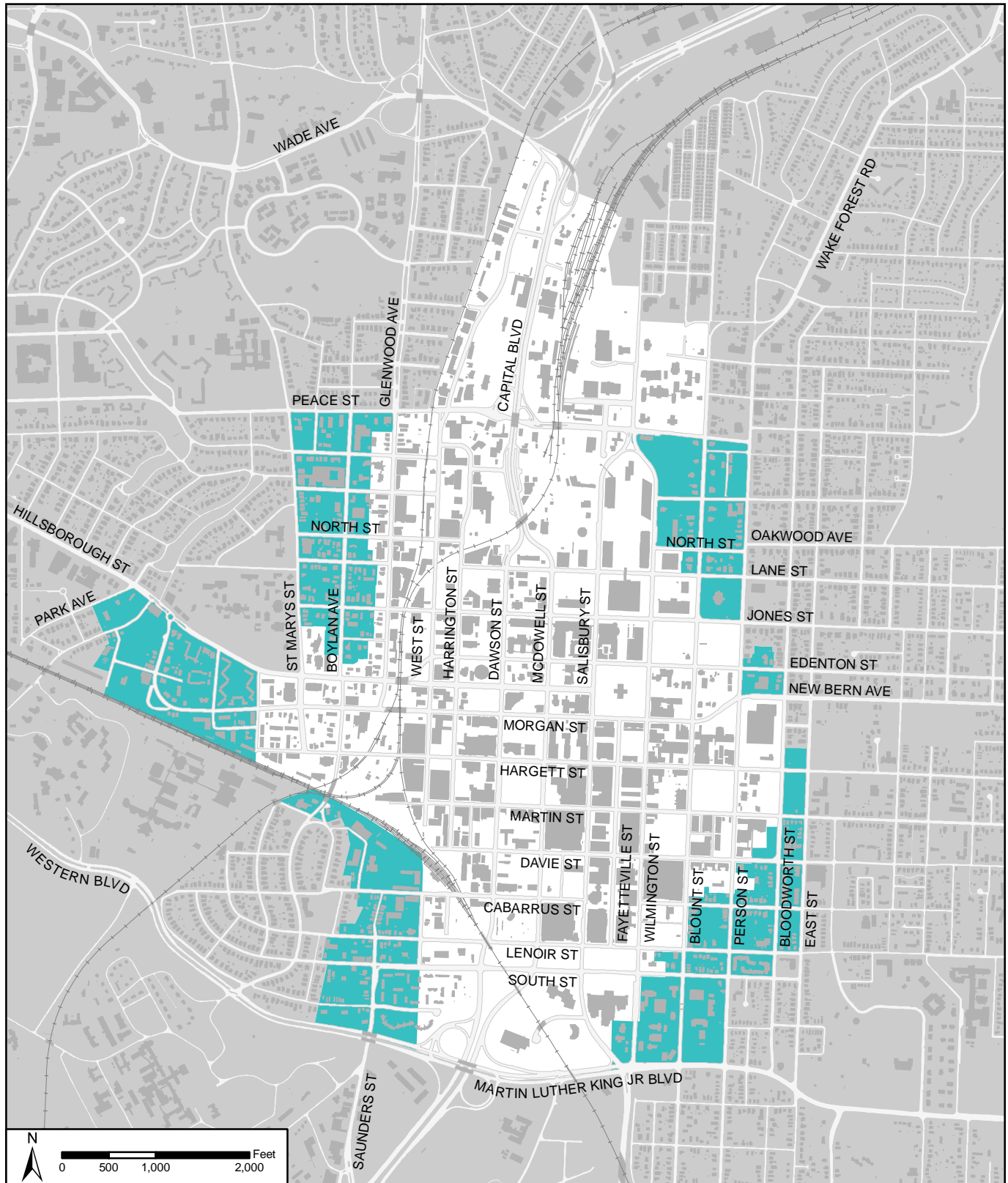
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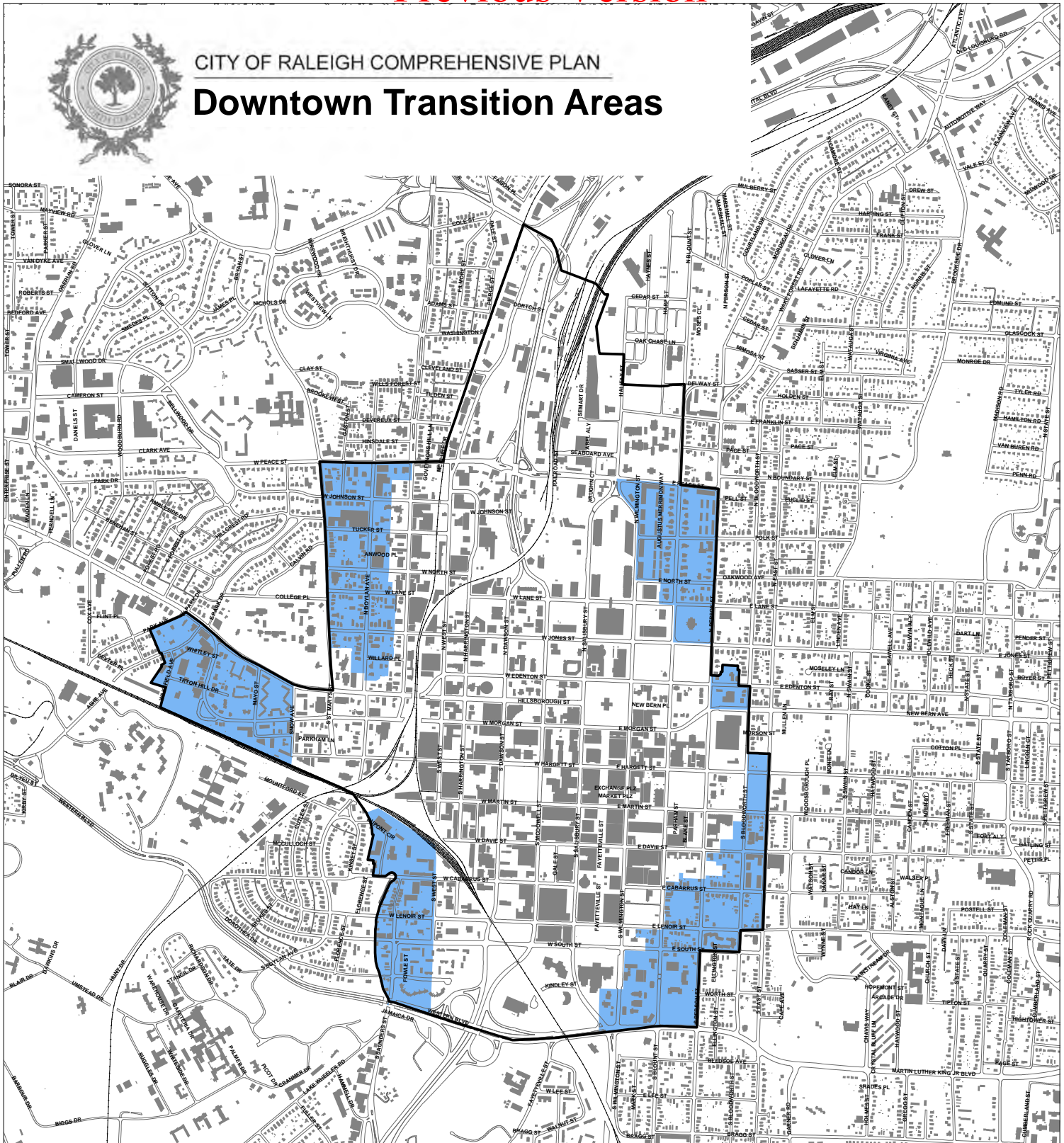


# Revised Version






## DT-2: Downtown Transition Areas



Downtown Transition Area



MAP DT-3

-  Downtown Element Boundary
-  Downtown Transition Areas
-  Buildings
-  Streets
-  Railroads



0 375 750 1,500 Feet

Map created 10/7/2009 by the City of Raleigh  
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## Policy DT 1.15

### Downtown Transition Areas

In areas where the Downtown Element boundaries are located in proximity to established residential neighborhoods, residential densities should taper to be compatible with adjacent development. Non-residential uses with the greatest impacts—such as theaters, concentrated destination nightlife and retail, and sports and entertainment uses—should be directed away from these -transition areas. Where existing zoning overlays are mapped, the height guidance in these districts should not be changed outside of an area planning process. See Map DT-~~3~~2 for transition area locations. (1, 6)

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## Policy DT 1.16

### Compatible Mix of Uses on Downtown Perimeter

Encourage a compatible mix of housing options, community-serving institutional uses, and neighborhood-serving retail within the neighborhoods surrounding downtown. (1, 2, 3, 6)

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## Action DT 1.8

### Identifying Transition Areas

As part of any Area Plans undertaken for areas adjoining the downtown, define the areas and methods appropriate for transitional form, use, and scale between downtown and established residential neighborhoods.

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## Achieving Vibrancy through Density

To support initiatives such as a vibrant urban retail environment, high quality transit, and the development of new recreational and cultural venues, dense development downtown is desirable. Like the citywide growth policies that focus on infill development within centers and corridors, high-density, mixed-use development will help to foster a downtown that is accessible by transit, supports a mix of incomes, ages and cultures, and has an vibrant street life and cultural scene.

## Policy DT 1.17

### High Density Development

Highest density development should occur along the axial streets (Hillsborough Street, Fayetteville Street and New Bern Avenue), major streets (as identified by the Street plan), surrounding the squares, and within close proximity to planned transit stations. (1, 3, 4, 6)

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## Policy DT 1.18

### High Density Public Realm Amenities

High-density developments downtown should include public realm amenities, such as publicly-accessible open space, public art, seating areas, and water features that complement the building and its nearby uses. (1, 6)

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## Policy DT 1.19

### Auto-Oriented Businesses

Development, building types, and building features with an automobile orientation, such as drive-throughs, should not be developed in downtown ~~or in pedestrian-oriented business districts.~~ (4, 6)

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## Action DT 1.9

### Reserved

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## Action DT 1.10

### Reserved

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## Action DT 1.11

### Reserved

## Transportation

With over ~~3854~~3527,000 jobs, ~~3527~~3527,000 parking spaces, ~~three~~6,000 residents, and 3.4 million visitors annually, and an increasingly dense residential neighborhood, Downtown Raleigh ~~is~~was the largest trip generator in the City ~~and~~as of 2015. Within the life of this Plan ~~it~~may become the largest in the region. Great downtowns accommodate multiple modes of transportation and public realm improvements that promote and balance traffic, transit, walking, and bicycling. The key transportation issues in downtown include:

*Making new mobility connections in a compact environment;*

*Improving conditions for pedestrians and bicycles;*

*Designating and designing streets to serve various modes;*

*Expanding choice in public transportation and making successful links from proposed transit to the downtown core;*

*Designing and managing our parking resources more efficiently; and*

*Minimizing conflicts created by freight and deliveries to businesses and residents.*

## Multi-modal and Connected Street Grid

As Downtown redevelops into a compact mixed-use center, new transportation connections will be needed to complement existing connections. ~~Downtown's~~Downtown's compact and connected street grid has been and remains its greatest asset, as the grid disperses rather than concentrates traffic and provides multiple routes to the same destination. The grid permits downtown streets to function with a high level of service while serving the greatest intensity of land use. Street closings, superblocks, and an over-abundance of one-way streets erode the functionality of the grid and should be avoided. As transportation continues to evolve, the grid will help downtown adapt and prosper.

The City's greenway system plays a significant role in providing recreational opportunities for downtown residents and visitors. The greenway system should be ~~expanded in~~utilized downtown. Because downtown presents a more urban development pattern compared to other areas of the City, ~~an urban~~the greenway type should be incorporated on the streets identified as ~~Green Streets~~Greenway Connections on Map DT-4. ~~An urban greenway is defined as a street meeting the requirements specified by Action DT-19 'Green Street Design Standards' 3.~~

### Policy DT 2.1

## Multi-modal Downtown Transportation System

Downtown should be well served by the broadest range of transportation options, including bikeways, sidewalks, greenway trails, ~~roadways, streetcars, light rail~~streets, transit, and ~~buses~~rail service. (4, 5)

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## Policy DT 2.2

### Protect the Downtown Street Grid

Preserve, protect, and extend the downtown grid pattern of small blocks and interconnected streets. Maintain existing rights-of-way to the greatest extent possible. Explore the creation of new roadway connections within and adjacent to downtown, ~~including opportunities to extend the grid north of Peace Street and along Capital Boulevard.~~ (4)

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## Policy DT 2.3

### Restore Two-Way Traffic

Improve circulation within downtown by converting one-way streets to two-way traffic flow, where feasible: and desirable. (4)

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## Policy DT 2.4

### Access from Grade-Separated Crossings

Due to its often adverse effects on adjacent land uses, avoid new rail or roadway flyovers and bridges within downtown if the opportunity exists to locate new facilities on existing grade separated crossings. (1, 4, 6)

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## Policy DT 2.5

### Widen Sidewalks

In new streetscape designs, provide expansive sidewalks and widen existing sidewalks to a 14-foot minimum where there is available right-of-way. (4, 5)

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## Policy DT 2.6

### Pedestrian Bridges and Tunnels

Strongly discourage pedestrian overhead bridges or underground tunnel connections across the public right-of-way. (6)

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## Policy DT 2.7 Ped-Bike Benefits on ~~Green Streets~~ Greenway Connectors

For all public/private sector design and traffic engineering/operations decisions made for the ~~Green Streets~~ Greenway Connectors as shown on Map DT-4~~3~~, pedestrians, bicyclists, and environmental benefits should be given equal priority to vehicular traffic flow and other street functions, including but not limited to parking and loading functions. (1, 4, 6)

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## Policy DT 2.8

### ~~Priority Pedestrian Streets~~

~~For all public/private sector design and traffic engineering / operations decisions made for Priority Pedestrian Streets shown on Map DT-4, the needs, safety, and comfort of pedestrians should be given priority. (1, 4, 6)~~

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## Policy DT 2.~~9~~8

### Downtown Green Streets

Preserve and expand the City's greenway system along Green ~~Streets~~ Connectors in downtown, using it to help connect housing, employment, commercial, and recreational areas. (3, 4, 5, 6)

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## Policy DT 2.~~10~~9

### Downtown Alleys

Encourage the preservation and protection of existing internal alleyways in downtown. (6)

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## Action DT 2.1

### Reserved

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## Action DT 2.1

### Lane Striping Study

Study lane striping in downtown to ensure that the number and widths of lanes match traffic loads: minimizing conflicts between through-traffic and parked vehicles to provide for the safety of pedestrians and bicycles; and maximizing opportunities for on-street parking.

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## Action DT 2.3

### Downtown Public Realm Study

Fund and implement the recommendations of the Downtown Public Realm Study, including a comprehensive pedestrian-improvement and streetscape strategy.

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## Action DT 2.4

### Reserved

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## Action DT 2.5

### Downtown Streetscapes

As part of future downtown planning, adopt as necessary any specific streetscape plans that may be needed to enhance the public realm along streets with a unique or unusual character or dimensions.

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## Action DT 2.6

### Priority Pedestrian Street Improvements

As part of the Public Realm Strategy, identify pedestrian enhancements ~~for Priority Pedestrian Streets indicated on Map DT-4~~, and schedule implementation as part of the Capital Improvement Program.

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## Action DT 2.7

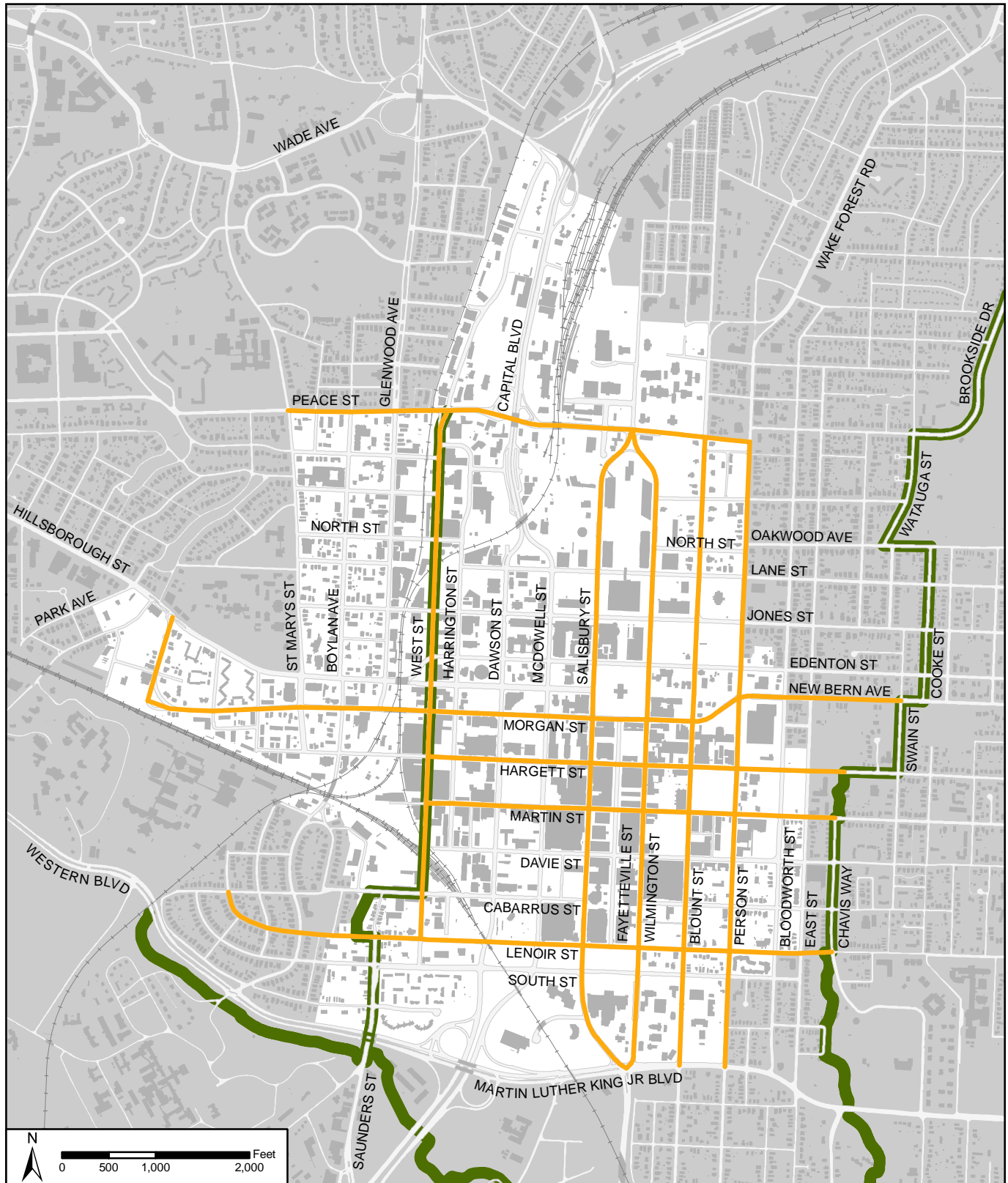
### Pedestrian Counts

Conduct a study of pedestrian counts on pedestrian and retail streets, and update the counts on a regular basis. Such a study is useful both for transportation planning as well as retail recruitment.

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# Revised Version

## DT-3: Downtown Connections

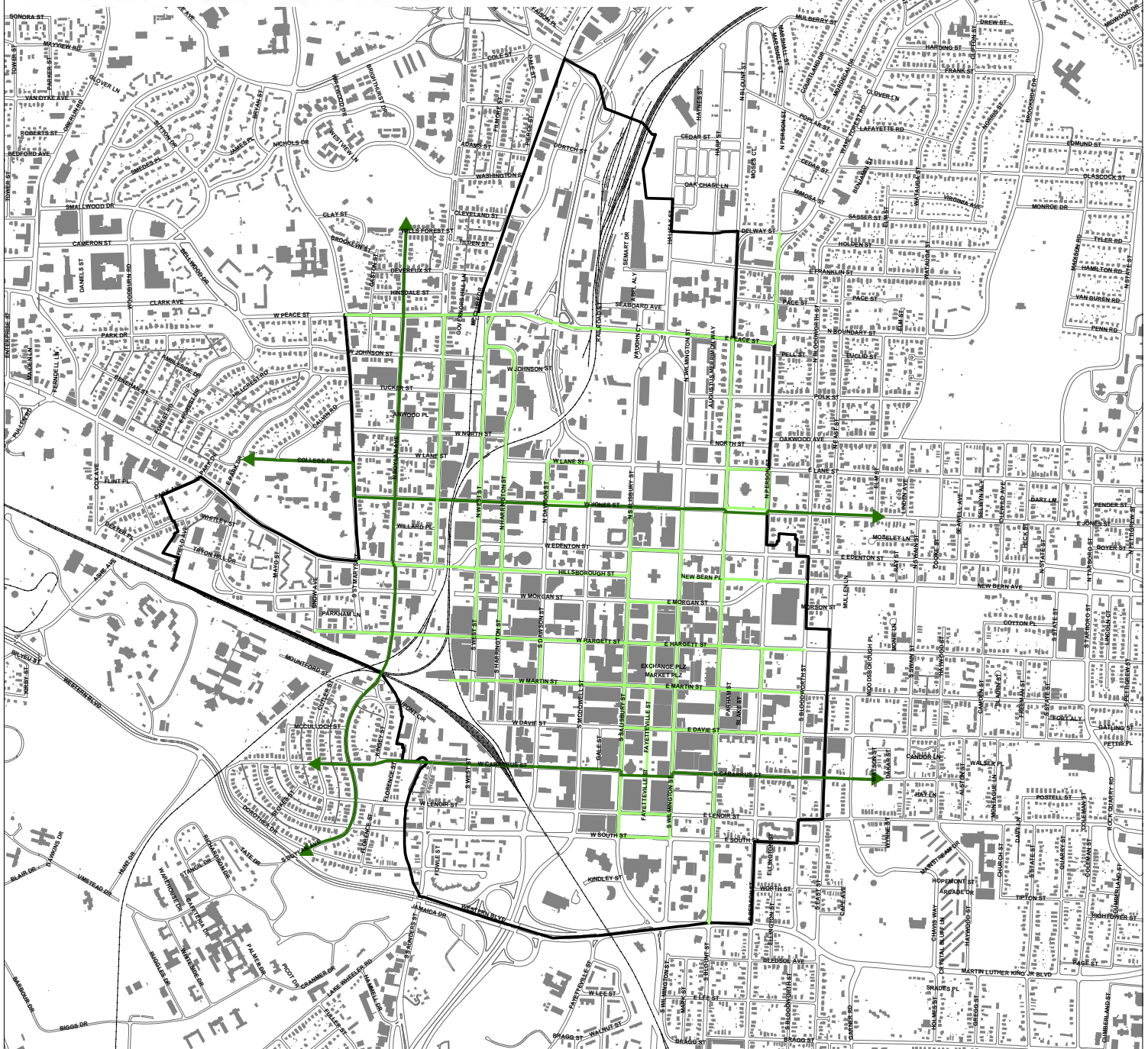


- Bicycle Connection
- Greenway Connection




## CITY OF RALEIGH COMPREHENSIVE PLAN




## Priority Pedestrian & Green Streets



MAP DT-4

## Public Realm Improvements

-  Green Streets  
 Priority Pedestrian Streets  
 Downtown Element Boundary

-  Buildings  
 Railroads  
 Streets



Map created 10/7/2009 by the City of Raleigh  
Department of City Planning & GIS Division



## Action DT 2.8

### Green Street Design Standards

Study, schedule, design, and fund new facilities that integrate sustainable streetscape technologies for the Green Streets identified on Map DT-4. Use initial implementation of Green Streets to refine the concept and identify additional streets where implementation is appropriate. Green Streets should include:

- *Pedestrian amenities;*
- *Landscaped planting strips where space permits;*
- *Wider sidewalks, bicycle lanes, and mid-block crossings;*
- *Recommended speed limit maximums of 25 mph;*
- *Signage and wayfinding embedded into the concrete that clearly denotes the street as a “green street” and provides information about greenway connections;*
- *Pedestrian-scaled, energy-saving “light-emitting diode” (LED) street lighting; and*
- *Innovative stormwater management facilities such as porous pavers, tree boxes, and rain gardens.*

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## Action DT 2.9

### Reserved

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## Action DT 2.10

### ~~Alleyway Study~~

~~Study the feasibility, location, design, and funding/dedication of an expanded public alleyway system in downtown.~~

### Reserved

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## Public Transportation

The anticipated growth of downtown will add significant built space over the coming decades that will increase trip generation commensurately. Elevated demand coupled with the inability to widen roadways will render downtown the most transit-dependent area within the region. As the future hub of long- and short-distance rail and bus service, ~~the multi-modal transportation center~~ Raleigh Union Station will contribute to the transformation of the built environment in the west side of downtown by linking land use intensity with transportation infrastructure. The inclusion of ~~light rail~~ rapid and ~~streetcar~~ frequent transit networks will eventually connect the transportation hub with other activity generators within and close to downtown. Complementing the provision of viable transportation alternatives, transportation demand management strategies are utilized to reduce vehicle dependency and mitigate automotive pollution. The area is scaled in such a way that the operation of an automobile is not a requisite for short trips within and around the downtown. Particularly within a radius of one-quarter mile surrounding proposed transit stations, walking will become the dominant method of personal transportation.

Policy DT 2.~~11~~10

### Enhanced Downtown Transit Service

Promote non-automotive circulation among downtown activity and employment centers through enhanced transit service including circulators, which may be bus or streetcar. (1, 3, 4, 5, 6)

Policy DT 2.~~12~~11

### Development Around Major Transit Facilities

Integrate recreation, retail, service, and community uses within public transportation facilities, including the Moore Square transit station and proposed Multi-Modal Transportation Center. (1, 4, 6)

Policy DT 2.~~13~~12

### Car and Bicycle Sharing

Promote car and bicycle sharing services within the downtown. (1, 5)

Action DT 2.11

### Reserved

## Action DT 2.12

Reserved

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## Action DT 2.13

Reserved

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## Action DT 2.14

### Moore Square Station Redesign

~~Redesign and upgrade the Moore Square transit station to provide enhanced capacity, better passenger amenities and improved aesthetics. Explore the development of the air rights over the station and its access points.~~

Reserved

---

## Design and Management of Vehicle Parking and Access

In downtown Raleigh, where parking development costs are high and land for parking is scarce, parking design and management strategies must maximize the efficient use of both public and private parking supply. Downtown Raleigh at present is primarily accessed by people in automobiles. The area has abundant documented capacity in its existing parking facilities even though the overall ratio of parking spaces to development is about half of what would typically be found in suburban development. In the future, it is anticipated that public transportation and other modes will make up a larger share of the travel market into and out of downtown. As the percentage of commuters arriving to downtown in cars decreases, the ratio of spaces to the built environment should decrease as well. Parking policies and development strategies will need to be flexible to make better use of the existing, underutilized parking supply and to increase development intensity. Such strategies will therefore emphasize efficiently managed public facilities and shared parking wherever feasible.

Most of downtown's off-street supply will continue to be provided in parking decks. Because decks are major pieces of infrastructure and are not active uses, they can have significant negative urban design impacts if not properly ~~mitigated~~integrated. Strategies such as retail bases, screening, and liner buildings can mitigate or eliminate these impacts.

On-street parking is an important part of the total parking supply. On-street spaces are most valuable as short-term parking for visitors, errand-runners, and shoppers. ~~Free and unregulated~~Underpriced curb parking results in high occupancy with little turnover, leading to a widespread perception of inadequate parking even as hundreds of off-street spaces go unused. Pricing and management strategies can free up the on-street supply.

Policy DT 2.~~14~~13

### Maximizing On-Street Parking

Maximize the provision of on-street parking within downtown by providing for curb parking wherever and whenever possible and practical. (1, 6)

Policy DT 2.~~15~~14

### Parking Pricing and Management Strategies

Manage on-street spaces such that they are available for short-term parking for visitors, errand-runners, and shoppers. Use pricing and management strategies to balance on- and off-street parking demand. (1, 6)

Policy DT 2.~~16~~15

### Demand-Responsive Parking Regulations

Ensure that off-street parking regulations do not require more off-street parking than needed by periodically reevaluating the requirements against observed demand. (4, 6)

Policy DT 2.~~17~~16

### Parking Garage Entrances

To minimize pedestrian and vehicle conflicts, parking garage and service entrances should not be located on Pedestrian Priority Streets (see Map DT-3). (4, 6)

## Policy DT 2.~~18~~17

### TDM and Parking Decks

Support and encourage Transportation Demand Management strategies, including parking cash-out, as a part of the development agreement for any public-private partnered parking deck. (1, 5, 6)

---

## Policy DT 2.~~19~~18

### Parking and Economic Development

Expand the role of the municipally-administered parking enterprise in supporting and promoting economic development, including using parking arrangements and public-private partnerships as a means to attract and catalyze development. (1, 4, 6)

---

## Policy DT 2.~~20~~19

### Management of Parking Revenues

Operate the City's parking program as a self-sustaining enterprise fund, with any revenues above capital, operating costs, and maintenance reserves made available for investments and activities that further its mission.<sup>(7)</sup> (1, 3, 6)

---

## Policy DT 2.~~21~~20

### Avoiding Parking and Loading Conflicts

Strongly discourage the delivery of goods and services requiring on-street loading during the peak morning and evening travel times. (4, 6)

---

## Policy DT 2.~~22~~21

### Below-Grade Parking Preference

When feasible, encourage underground or entirely below-grade parking as the preferred solution for the provision of parking downtown. (1, 4, 6)

---



## Policy DT 2.~~23~~22

### Wrapped Parking Preference

Where underground or below-grade parking is not feasible, parking garages should be “wrapped” with active uses along the entire vertical frontage of buildings along the public right-of-way. (1, 4, 6)

---

## Policy DT 2.~~24~~23

### Parking Garage Constrained Streets

Where underground or wrapped parking is not feasible on the streets identified on Map DT-~~54~~, parking garages should be screened using materials consistent with adjacent and/or proposed buildings, but without active uses above the ground level. Parking garages should not be visibly distinct from the buildings they serve. To achieve this, parking garages should be screened by using the same materials, fenestration, and other design elements of the buildings. In some cases, the internal venting of garages will be necessary. Vehicle entrances should be located away from the streets identified on Map DT-~~54~~. (6)

---

## Policy DT 2.~~25~~24

### Parking Garage Non-Constrained Streets

For all other streets not designated on Map DT-~~54~~ but within downtown, parking garages should be architecturally screened so that stored vehicles are not visible from the adjacent right-of-way. (6)

---

## Policy DT 2.~~26~~25

### Active Ground Floor Parking Uses

Ground floor uses should be provided in all parking garages on all ~~Pedestrian Priority streets (see Map DT-4)~~ and active ground floor uses should be provided in all parking garages on Retail Streets (See Map DT-~~65~~). (1, 4, 6)

---

Policy DT 2.27~~26~~

~~Parking Beneath City Squares~~

~~As financially feasible, construct underground parking facilities beneath new squares as part of an expanded square plan. (3, 4, 6)~~

Reserved

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Action DT 2.15

Reserved

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Action DT 2.16

Reserved

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Action DT 2.17

Reserved

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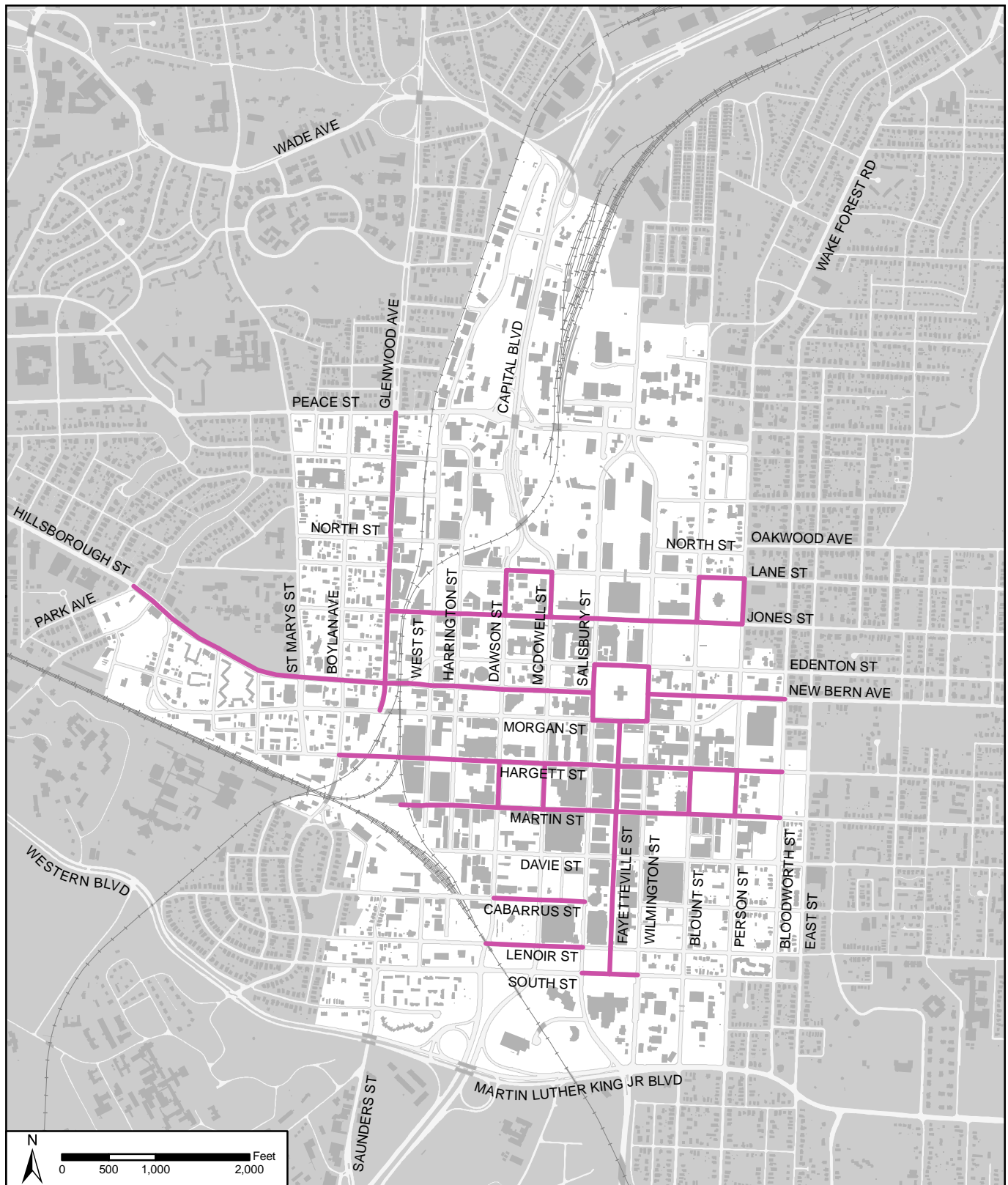
Action DT 2.18

Reserved

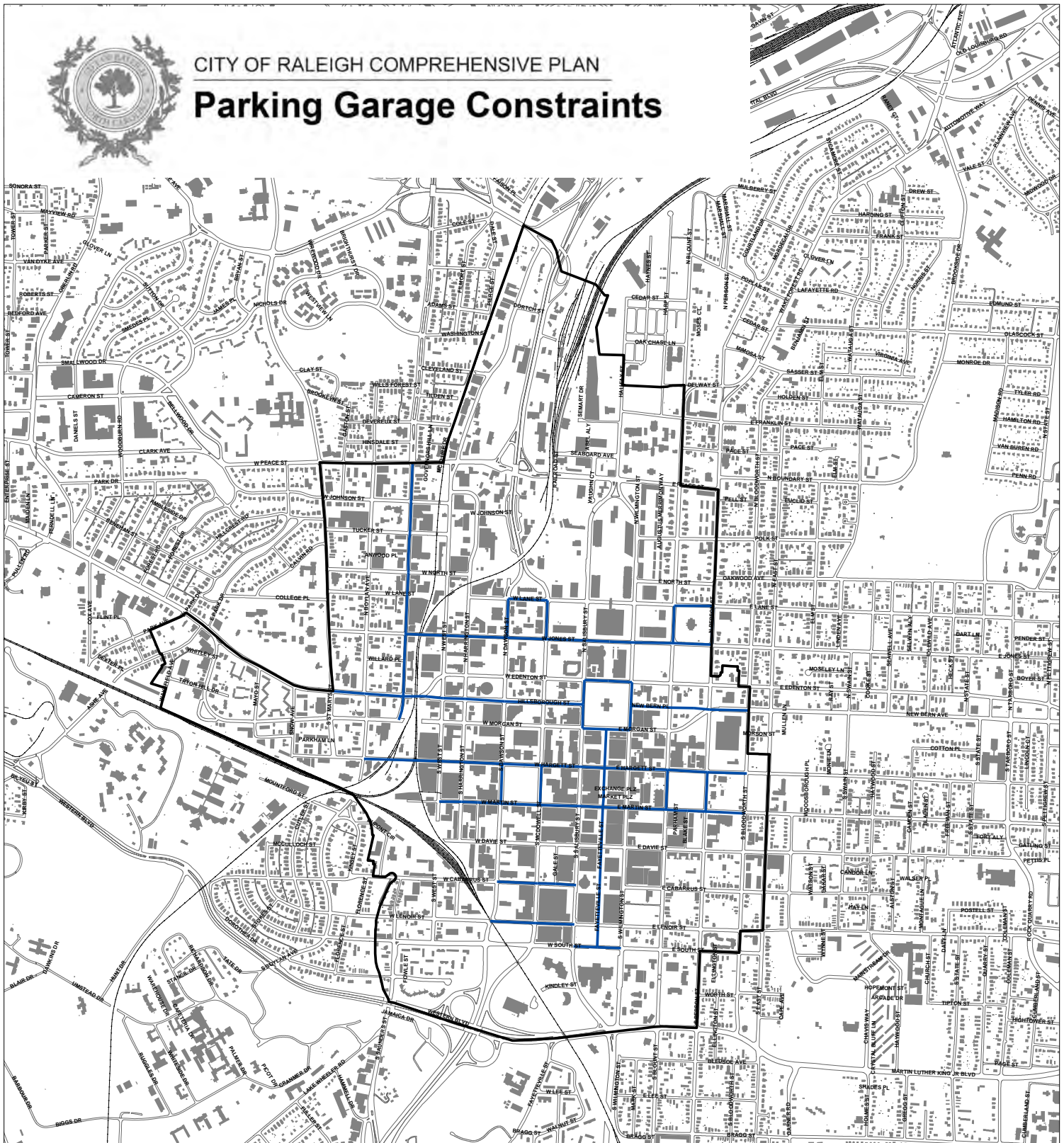
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# Revised Version

## DT-4: Driveway Access Constraints








— Limited Driveway Access Street



MAP DT-5

## Parking Garage Constraints

-  Parking Garage Constraints
-  Downtown Element Boundary

-  Buildings
-  Railroads
-  Streets



0 375 750 1,500 Feet

Map created 10/7/2009 by the City of Raleigh  
Department of City Planning & GIS Division

---

## Economic Development

A strong and diversified downtown economy is critical to the prosperity of the residents of Raleigh and the region. Downtown's unique character and geography – including close access to universities, its status as the hub of government, and a compact, pedestrian-oriented urban character have provided downtown with a competitive economic advantage. Both now and in the future, Raleigh's ability to attract a talented and diverse workforce, foster ideas and innovation, and make strategic infrastructure investments will be key components to downtown's economic growth and success.

The critical economic development issues facing downtown Raleigh that are addressed in this section include:

- *Activating streets through the provision of retail and active uses;*
- *Bolstering the economic climate through the recruitment and retention of businesses; and*
- *Expanding hospitality and tourism*
- *Expanding Retail for Active Streets*

No matter how tall their skylines, downtowns succeed or fail at the street level—compare Los Angeles, with towering skyscrapers but empty sidewalks, with Alexandria, VA, which has no tall buildings but is a lively and active destination. The convenience and vibrancy offered by successful street-level retailing is a downtown's key competitive advantage, and the selling point that justifies downtown rents and prices. The land use aspect of creating retail space is included here within the context of economic development. The policies below address how to promote the use of ground floor space by businesses that will add to the vitality of the downtown experience.

Space designed and constructed for active use at the ground-level plays a very important role in shaping a pedestrian-oriented built environment and in creating value for the upper floor uses. As the retail development market matures, the City needs to proactively guide the placement of active uses on downtown's most important streets to promote a lively downtown destination built on a strong retail core. Retail streets prosper when complementary uses are in close proximity. By guiding where retail uses are located, Raleigh will grow its economic capacity, strengthen existing public spaces, and enliven the downtown experience by clustering these active uses between and surrounding activity generators.



## Policy DT 3.1

### Ground Floor Uses on Primary Retail Streets

New development ~~should dedicate at least 60 percent of its linear frontage along the public right-of-way of Primary Retail Streets as identified on Map DT-6 for ground floor space designed and constructed to accommodate one or more~~ 5 should provide continuous retail ~~uses including consumer goods shops, dining and eating establishments, convenience goods, museums, galleries, arts and entertainment uses, and hotel lobbies.~~ (1, 6)

## Policy DT 3.2

~~Ground Floor Uses on Secondary~~ use along the ground floor. Zoning for parcels and sites along Retail Streets  
New development should ~~dedicate at least 50 percent of its linear frontage along the public right-of-way of Secondary Retail Streets as identified on Map DT-6 for~~ be mapped with Shopfront frontage or other zoning mandating a retail-ready ground ~~floor space designed and constructed for the uses encouraged on primary streets or service retail and professional services including but not limited to: fitness centers, dry cleaners, shoe repair, and medical offices.~~ (1, 6). (1, 6)

---

## Policy DT 3.2

Reserved

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## Policy DT 3.3

### Encouraging Pedestrian-Scale Design

All new development within the Downtown District but not on ~~either a Primary or Secondary~~ a Retail Street should integrate architectural elements that connect to the public right-of-way. Examples of such architectural elements include but are not limited to: inclusion of windows at the sidewalk level, multiple building entrances adjacent to public right-of-way, pedestrian scale building materials with a high level of detail, lighting along the sidewalks, and awnings. (1, 6)

---

## Policy DT 3.4

### Leasing of City-Owned Space

When leasing City-owned retail spaces, seek to fill identified gaps in the marketplace rather than focusing solely on achieving the highest rent. (1, 6)

---

## Policy DT 3.5

### Retail in City Facilities

Where feasible, add retail space to existing City facilities including offices and parking garages. (1, 6)

---

## Policy DT 3.6

### Two-Way Traffic on Retail Streets

Prioritize retail streets for two-way traffic and curb parking on both sides of the street. (1, 6)

---

## Policy DT 3.7

### Retail Signage

Encourage retail signage downtown which is eclectic, lively, and pedestrian-oriented. (1, 6)

---

## Action DT 3.1

### Financial Assistance for New Retailers

Explore the creation of a loan pool, grant provisions, or revolving fund to provide gap financing to entrepreneurs interested in starting viable retail businesses downtown.

---

## Action DT 3.2

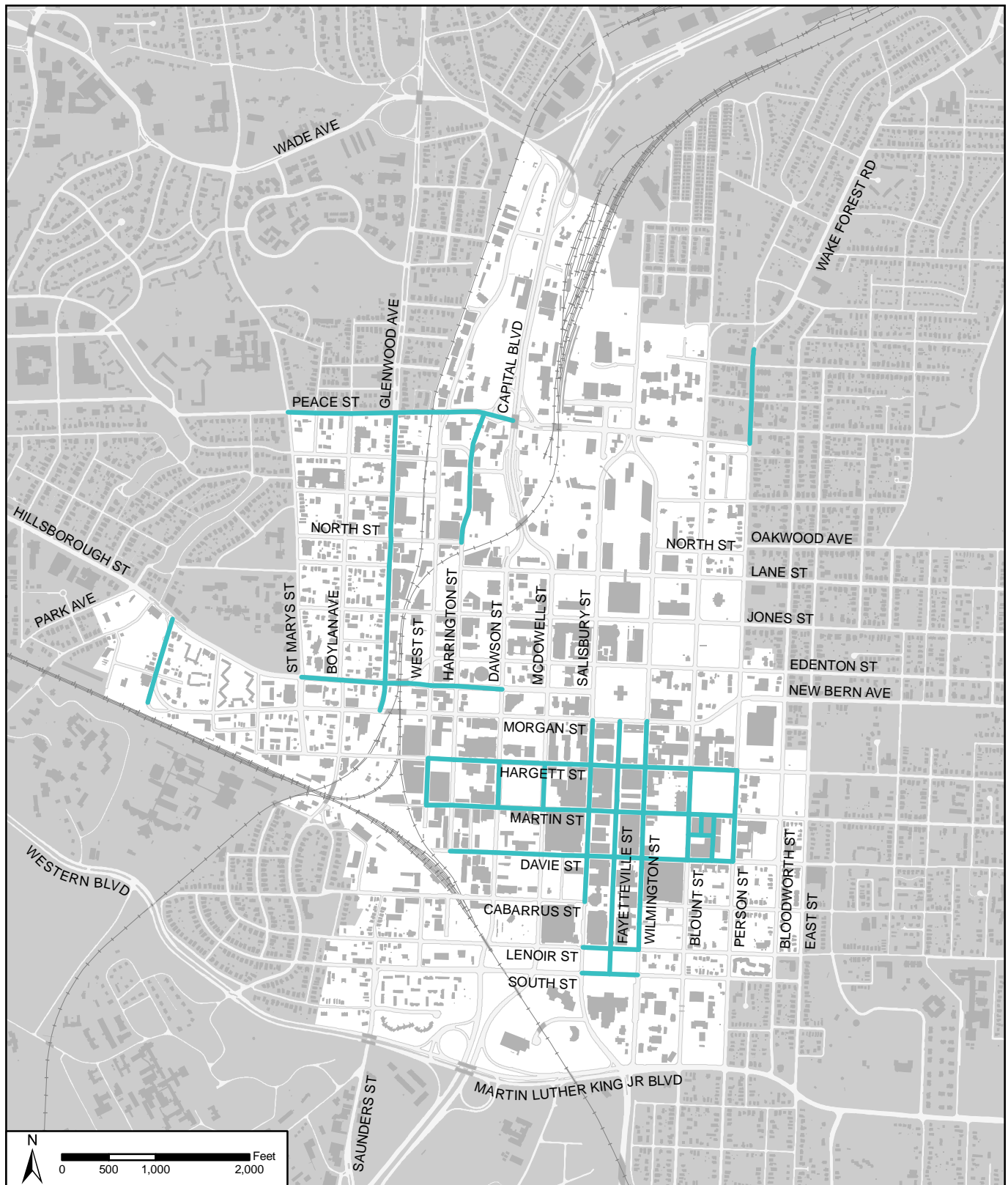
### Facade Improvement Incentives

Incentivize improvements to building and storefront facades.

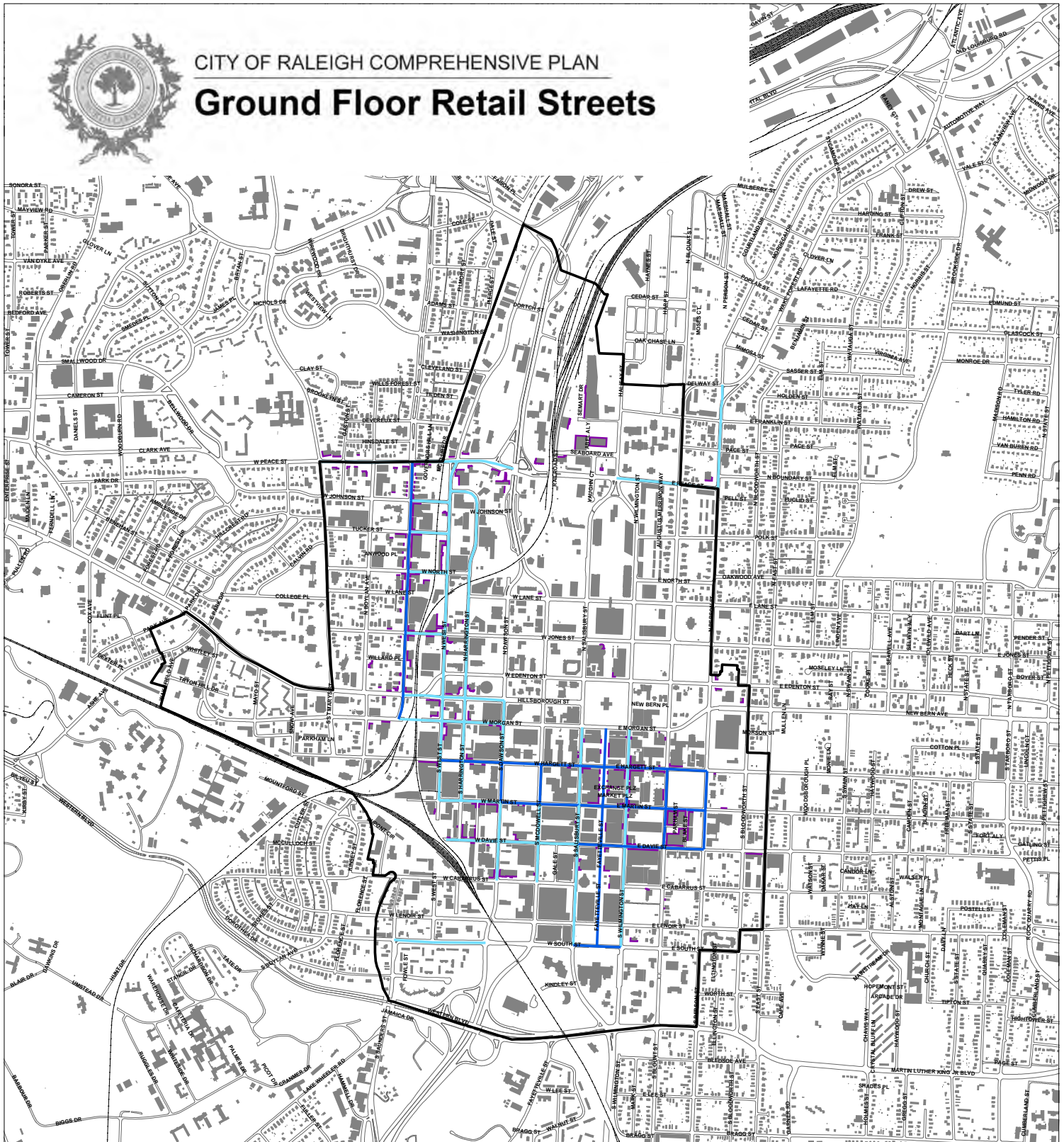
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# Revised Version

## DT-5: Retail Streets



— Retail Street



MAP DT-6

## Ground Floor Retail Streets

- Primary Retail Street
- Secondary Retail Streets
- Existing Retail Frontage

- Buildings
- Railroads
- Streets



0 375 750 1,500 Feet

Map created 10/7/2009 by the City of Raleigh  
Department of City Planning & GIS Division

## Action DT 3.3

### Retail Study Implementation

Partner with the Downtown Raleigh Alliance to attract retailers to Downtown.

---

## Action DT 3.4

### Downtown Retail Space Inventory

Assist the Downtown Raleigh Alliance in creating and maintaining a database of available Downtown retail spaces.

---

## Business Recruitment and Retention

As a regional employment and cultural center that has more than 200 acres of underdeveloped land, the downtown presents significant opportunities to house new space constructed to accommodate commercial tenants. For downtown to prosper and mature into a vibrant, mixed-use center, the retention and expansion of the commercial base will require concerted, coordinated efforts. Efforts to grow downtown business opportunities should target companies large and small, from Fortune 500 companies to independently-owned retailers. A coordinated business recruitment and retention effort will combine the efforts of multiple agencies currently operating with limited municipal oversight. The lack in coordination results in significant gaps in recruitment and retention efforts. See also D.8 'Organizational Structure and Functions' in Element D: 'Economic Development'.

## Policy DT 3.8

### Downtown as a Regional Center

Encourage new investments and developments that position downtown as the center of the region for headquarters, jobs, urban housing, entertainment, and transit. (1, 2, 3, 4, 5, 6)

---

## Policy DT 3.9

### Downtown Business Recruitment and Retention

Promote downtown as part of a coordinated business recruitment/retention program that effectively engages economic development agencies. (1, 3, 6)

---

## Policy DT 3.10

### Incentives for Key Downtown Uses

Target incentives, including grants, loans, and zoning bonuses, to jump-start lagging business sectors that have been identified as important to downtown's success. (1, 2, 3, 4, 5, 6)

---

## Policy DT 3.11

### State Government Offices in Downtown

Encourage the administrative headquarters for all departments of the State of North Carolina to be located within downtown. (1, 6)

---

## Action DT 3.5

### Reserved

---

## Action DT 3.6

### Promotion of Downtown Assistance Programs

Identify and publicize programs that will provide downtown businesses with access to operating and capital assistance.

---

## Action DT 3.7

### Reserved

---



## Arts, Culture, Entertainment and Hospitality

With recent investments in the new Convention Center, Fayetteville Street, the Contemporary Art Museum, Marbles Museum, and the Green Square Project, downtown is emerging as a regional and statewide destination. More than ~~2~~3.4 million visitors came to downtown in ~~2007~~2014, a figure that is expected to grow considerably in the coming years following the completion of projects currently under construction.

Downtown's many cultural and entertainment resources offer valuable opportunities to enhance tourism and expand not only the downtown economy, but the City's economy as a whole. Raleigh's permanent cultural fixtures are increasingly supplemented by annual events like the Hopscotch Music Festival and IBMA World of Bluegrass. A key benefit of having regional and super-regional events and destinations is the opportunity to capture the ancillary retail, food, and drink spending of out-of-town visitors. However, this spending potential cannot be fully captured if there are no restaurants and shops conveniently located near the destination. Downtown, with its growing number of shopping and dining options and walkable streets, is uniquely positioned to capture the ancillary spending of tourists, visitors, and arts patrons.

### Policy DT 3.12

#### Downtown as an Arts and Culture Hub

Downtown should be the priority location for major cultural and arts institutions. (3, 6)

---

### Policy DT 3.13

#### Downtown Attractions and Events

Encourage the development of additional tourist attractions and visitor-supportive uses, activity generators, and events downtown, including live performances and programming in downtown's public spaces. (1, 3, 4, 6)

---

### Policy DT 3.14

#### Creative and Heritage Businesses

Support and strengthen the downtown creative and heritage business communities. (1, 6)

---

### Action DT 3.8

#### Heritage Tourism in Downtown

Develop historic tours, trails, and signage designed to promote the historic assets of downtown.

---

## Action DT 3.9

### Reserved

---

## Action DT 3.10

### Coordinating Heritage Tourism Organizations

Coordinate efforts among the Raleigh Historic Development Commission, the Raleigh City Museum, the N.C. History Museum, and other entities to maximize the potential for downtown's historic assets to drive tourism.

---

## Action DT 3.11

### Support for Creative Talent

Create a City-sponsored institution that provides support, space, training, education, and opportunities for emerging creative talent in the downtown.

---

## Action DT 3.12

### Recruiting Hospitality Uses

Work with economic development agencies such as the Greater Raleigh Chamber of Commerce, Greater Raleigh Convention and Visitors Bureau, and the Downtown Raleigh Alliance to recruit new hospitality-sector uses to downtown.

---

## Housing

To be an asset for the entire City, downtown needs a strong and diverse residential base to complement its employment and hospitality sectors. Downtown should be able to provide its share of housing options for the growing population. It provides the optimal location for the highest residential densities in the City. It also presents unique opportunities to reuse existing buildings that were originally built for non-residential uses, but could be converted for residential use.

Across the nation, people are choosing to relocate to more urban environments that offer amenities within a close distance. Downtown Raleigh is the primary candidate for this type of environment. For it to be a strong residential center, downtown needs to have diversity in both housing choices and residents. Like the City as a whole, downtown should reflect the racial, age, and income diversity of

Raleigh's population and provide housing choices that satisfy all types of choices and users. Market-rate, workforce, mixed-income, and affordable housing are critical elements of a successful, diverse residential environment.

The challenges mentioned above can best be addressed by focusing this section on the following issues:

- *Accommodating a sizable share of the City's growing population; and*
- *Creating a larger supply of workforce and affordable housing.*

## Policy DT 4.1

### Encouraging Downtown Housing

Encourage high-density residential development in downtown, consistent with the target of accommodating another 25,000 residents by 2030. (1, 2, 3, 6)

---

## Policy DT 4.2

### Adaptive Use for Housing

Encourage the adaptive use of functionally obsolete commercial buildings for housing. (2, 3, 6)

---

## Policy DT 4.3

### Expanding Downtown's Affordable Housing Supply

Preserve and expand the existing supply of affordable housing in and near downtown. (2, 3, 4, 6)

---

## Policy DT 4.4

### Mixed Income Housing

Encourage mixed-income housing downtown. (1, 2, 3, 6)

---

## Policy DT 4.5

### Promoting Downtown as a Neighborhood

~~Work with the Downtown Raleigh Alliance and other Downtown advocacy groups to~~ Promote downtown as a residential neighborhood for singles, couples, and families.

---

## Action DT 4.1

Reserved

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## Action DT 4.2

Reserved

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## Action DT 4.3

### Tools and Regulations for Affordable Housing

Develop and implement financial and development tools and regulations (e.g. increased density bonuses) that will incentivize the inclusion of affordable housing in and around downtown.

| See also [E.2.7.1](#) 'Affordable ~~and Workforce~~ Housing' in Element [E.7](#): 'Housing' for additional information regarding affordable housing on publicly-owned sites.

---

## Parks, Recreation and Open Space

Downtown has a need for parks and open spaces that provide recreational opportunities for residents, workers, and visitors.

Downtown is a planned capital with a system of five park-like squares laid out as part of its original development pattern. This provides recreational opportunities for residents and visitors that are unique to Downtown Raleigh. Working to take advantage of the five-square plan for its original and expanded purposes is a priority.

The supply, quality, and usability of parks and recreational spaces in Downtown needs to be increased, including extending the greenway system within Downtown. New development should provide its fair share of open space and existing parks and recreational facilities to better serve the growing population.

In order to address these concerns, this section concentrates on the following issues:

- *Maintaining and improving a healthy open space to resident ratio*
- *Expanding an insufficient Downtown parks and recreational presence*
- *Restoring and Enhancing Raleigh's historic squares*

## Open Space in New Development

As the population continues to grow and new development comes on-line, additional open space will be required to maintain a healthy ratio of open space to population.

### Policy DT 5.1

#### Green Roofs as Open Space

Encourage the use of roof gardens, green roofs, and other environmentally sustainable options for use as private open space in new downtown developments. (4, 5, 6)

---

### Action DT 5.1

#### Reserved

---

## Parks and Recreational Facilities

As the population of downtown increases, the amount of open space and recreational facilities must keep pace. The public sector has the opportunity to create new parks, recreational facilities, and open spaces and refurbish existing facilities for use by residents, workers, and visitors in downtown. Private development, as it comes on-line, will also participate in providing park and open spaces.

### Policy DT 5.2

#### Increasing Downtown Open Space

Increase public parkland, recreational facilities, and open spaces for downtown residents, workers, and visitors. Seek traditional and non-traditional means for providing these amenities. (3, 5, 6)

---

## Policy DT 5.3

### Dorothea Dix Open Space

Encourage the creation of a regional park and recreational amenity on the Dorothea Dix property. Provide for green connectivity between Dorothea Dix and downtown. (3, 5, 6)

---

## Policy DT 5.4

### Partnership for Parks

Encourage partnership opportunities that will result in upgraded parks in and around downtown to satisfy a growing population. (3, 5, 6)

---

## Action DT 5.2

### Downtown Parks Plan

Fund and develop a downtown-specific parks and recreation plan that identifies needs and opportunities to develop parks, open spaces, and recreational activities. The plan should include a study of current and future open space needs and a strategy for open space acquisition.

---

## Action DT 5.3

### Reserved

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## Action DT 5.4

### BID Open Space Improvements

Expand the public purposes of the Downtown Business Improvement District to include contributions towards downtown public space improvements.

---



## Action DT 5.5

### Halifax Mall

Investigate adapting Halifax Mall into a recreational resource. Encourage the State to allow recreational uses at appropriate times.

---

## Action DT 5.6

### Chavis Park

Revitalize Chavis Park and strengthen its connection to downtown.

---

## Action DT 5.7

### Downtown College Athletic Space

Coordinate with downtown colleges for the mutual use and development of shared athletic fields and facilities that can serve both the general public and students.

---

## Community Facilities and Services

Downtown's vitality depends on many attributes of good planning, among them the siting, acquisition, co-location, programming, design, maintenance, and construction of high-performance, sustainable community facilities that benefit and serve the downtown community. In addition to those already outlined in Element H: Community Facilities and Services, the following downtown-specific policies and actions create conditions for continuing success.

### Policy DT 6.1

#### ~~Design Competitions for Public Facilities~~

~~Promote the use of design competitions for all major new downtown public facilities. (3, 6)~~

#### Reserved

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## Policy DT 6.2

### Consolidation of Downtown Services

Consolidate downtown municipal services on the block bounded by Hargett, McDowell, Dawson, and Morgan streets. (3)

---

## Policy DT 6.3

### Consolidation of Downtown Services

Include space designed and constructed to accommodate ground-floor active-uses in new community facilities built downtown. (3, 6)

---

## Action DT 6.1

### **Downtown** Library

Collaborate with Wake County to locate and construct a downtown library.

---

## Urban Design

The space between buildings is important; in the urban environment buildings define space. It is in the space between buildings where most users experience downtown. This affords the opportunity to experience the details of a space: the interaction of planes, the materials and details of spaces, and the environment formed by the interaction of nature and the manmade. Because experiencing places as a pedestrian is more common downtown and because the types of buildings and structure of spaces downtown is unique within Raleigh, urban design plays an important role in determining the shape and experience of the City.

## The Scale, Form, and Placement of Buildings

Building height and form contribute to the sense of order and image of downtown. In addition to establishing the organizational hierarchy of downtown, the 1792 Christmas Plan utilized the topography of the land to site the Capitol and four axial streets. Fayetteville Street is sited along the ridgeline, while the Capitol is located at the highest elevation within downtown. To reinforce and build upon that design, prominent buildings and activity-generating uses are encouraged in areas that will accentuate the Christmas Plan, such as surrounding the squares or along the axial streets. All buildings should respond to and respect the character of the built environment, including the scale of the ground floor, the form of the building, and the relationship between buildings. In some cases, the

incorporation of similar architectural treatments will help to blend new buildings with the historic building stock. Policies and actions within this section intend to foster a harmonious relationship between buildings, as well as an organized and predictable urban form for downtown.

## Policy DT 7.1

### Reinforcing the Christmas Plan

Reinforce the William Christmas Plan by encouraging prominent buildings and uses to be developed along axial streets (i.e. Hillsborough, Fayetteville, and New Bern) and the squares. (1, 3, 4, 6)

---

## Policy DT 7.2

### Maintaining Consistent Setbacks

New buildings should respond to the existing built character by using similar setbacks and stepbacks to provide a continuous cornice line and consistent street-level pedestrian experience. Along the principal north-south vehicular street pair, Dawson and McDowell streets, buildings should be set back to provide an approximately 20' wide pedestrian area between the street curb line and the building face. (6)

---

## Policy DT 7.3

### Streetwalls

~~Except as required by code,~~ The placement of buildings along the right-of-way should create a continuous streetwall that defines and accentuates the streets and squares. (6)

---

## Policy DT 7.4

### Building Entries

The main entrance of new buildings should front onto a public street. Where buildings abut multiple streets ~~and one~~ of which one is an axial street, the axial street should be considered the primary frontage, and the main entrance of the building should front onto the axial street. This policy also applies, where practicable, to existing buildings undergoing major renovations or rehabilitation. (6)

---

## Action DT 7.1

### Reserved

---

## The Ground Level Experience

The ground floor of buildings and the quality of the public realm play a significant role in shaping the success of downtown. Well-designed buildings respect the pedestrian and enliven the ground level experience through architectural treatments such as multiple entrances, transparent materials, pedestrian-scaled lighting, and awnings, as well as the type of use that occurs on the ground floor. Service entrances, loading bays, and parking garage entrances often result in conflicts between the pedestrian and vehicles and should be avoided whenever feasible.

### Policy DT 7.5

#### Ground Level Design

The ground level of every building should engage the pedestrian with multiple entrances, large transparent windows at the pedestrian level, creative signage, and a high level of articulation and pedestrian scale building materials on all façades. Also, the ground level of every building should provide pedestrian amenities such as adequate lighting levels and protection from the elements. This can be accomplished through the use of façade-mounted lighting elements, canopies and awnings, and arcades. (6)

---

### Policy DT 7.6

#### Minimizing Service Entrance Visibility

Service entrances and functions should be located internal to the building—in alleys or in parking decks. Their presence on the public right-of-way should be minimized. (4, 6)

---

### Policy DT 7.7

#### Signage

Signage should be human scale and serve both pedestrians and automobiles. (6)

---

### Policy DT 7.8

#### Private Use of Sidewalk Space

To add vitality to downtown streets, the private use of public sidewalks for cafes, vending, performance, and sales is encouraged (see Private Use of Public Space Handbook). (6)

---

## Policy DT 7.9

### Street Trees

Provide and maintain street trees on all downtown streets. (6)

---

## Action DT 7.2

### Reserved

---

## Public Spaces: Parks, Plazas, and Squares

According to the William Christmas Plan of 1792, downtown was laid out with five squares to provide green spaces for residents. Over the years, some of these squares were developed for governmental use by the State of North Carolina, decreasing the amount of open space available for residents, workers, and visitors. Opportunities exist for reincorporating one of the squares developed by the State and to further expand upon the William Christmas Plan by incorporating new open space squares further out from the downtown core.

## Policy DT 7.10

### Extending the Christmas Plan

Pursue opportunities to expand upon the William Christmas Plan by adding new squares and open spaces. (6)

---

## Policy DT 7.11

### Facilities in Public Spaces

Include public and private facilities such as museums, underground parking, centers, markets, restaurants, services, retail pavilions, and vending opportunities in new and existing public spaces, where appropriate. (3, 5, 6)

---

## Policy DT 7.12

### Plaza/Square Perimeter Uses

Downtown plazas, parks, and squares should be ringed by activity. Require ground floor active use surrounding publicly-accessible open spaces and encourage upper level balconies, terraces, and gathering spaces. (1, 6)

---

## Action DT 7.3

### Nash and Moore Square Improvements

Schedule, design, plan, and budget for improvements to Nash and Moore squares that will enhance each square as a distinct destination.

---

## Action DT 7.4

### Caswell Square

Work with the State of North Carolina to reclaim Caswell Square in accordance with State Government Complex Master Plan.

---

## Action DT 7.5

### Moore and Nash Square Ownership

Develop an agreement with the State of North Carolina to transfer the control of Moore and Nash squares back to the City.

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## Vistas and Gateways

There are several vantage points providing views of all or parts of downtown from a distance. Generally, these views are of the upper portions of buildings, thus making the skyline an important aspect of Raleigh's image. Distinctive crown features, building placement, the accentuation of architectural features through lighting, and the screening of mechanical equipment all factor in creating a distinctive skyline. In addition to the skyline, other vistas and ceremonial entrance points into downtown provide a sense of arrival and a highlighted appreciation of significant buildings that contribute to a unique sense of place. The reinforcement and emphasis of these features are essential steps toward creating a civic identity.



## Policy DT 7.13

### Landmark and Viewshed Protection

Preserve important cultural landmarks, viewsheds, focal points, and terminated vistas. (6)

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## Policy DT 7.14

### Skyline Definition

The tops of tall buildings should be designed to positively contribute to creating a distinctive skyline. (6)

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## Policy DT 7.15

### Downtown Gateways

Enhance prominent gateways into downtown such as South Saunders Street south of the intersection with South Street, Edenton Street at Bloodworth and East streets, Morgan and Hillsborough streets at St. Mary's Street, and Capital Boulevard by the train tracks at Peace Street, ~~shall be enhanced~~ to create a sense of arrival and define the geographic boundaries of downtown. (6)

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## Policy DT 7.16

### Special Intersections

The respective intersections of Hillsborough and New Bern streets with Dawson-McDowell and Person-Blount streets, should receive special treatment to emphasize the intersection of axial streets (ceremonial corridors) with major traffic arteries. (6)

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## Action DT 7.6

### Reserved

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## Action DT 7.7

### Reserved

## Wayfinding

As downtown continues to grow in population, employment, and visitation, a more comprehensive system of visual communication is needed. This system will help guide users to downtown destinations and transportation facilities, and should utilize existing and developing technologies for its development and maintenance.

### Policy DT 7.17

#### Downtown Wayfinding

Promote and maintain a high-quality wayfinding system downtown, including a consistent and effective system for both public and private parking decks. (1, 3, 4)

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#### Action DT 7.8

#### Wayfinding System Enhancement

Explore the use of new technology solutions that provide information to visitors to enhance or supplement the downtown wayfinding system.

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## Design Guidelines

The downtown urban design guidelines constitute a set of principles that guide the review of private development in the downtown district. The general purpose of the guidelines is to create a high quality, engaging and dynamic, pedestrian-friendly built environment. They give direction regarding building form, ground floor design, location and screening of parking, service and mechanical functions, and the design and location of signage. Those guidelines marked “FG” serve as the principles for reviewing and approving façade grant applications.

### Policy DT 7.18

#### Downtown Design Guidelines

The design guidelines in Table DT-1 shall be used to review rezoning, alternative means of compliance, special use permits, and planned development ~~applications, including site~~ master plan applications; in the downtown. (6)

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## Policy DT 7.19

### **Downtown Design Guideline Consistency**

Development projects in the downtown should implement and be consistent with the design guidelines in Table DT-1 to the maximum extent practicable. (6)

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## Policy DT 7.20

### **Facade Grant Program Guidelines**

All successful applications for funding under the City's Facade Grant Program shall be consistent with the highlighted design guidelines in Table DT-1. (6)

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